

MANISTEE CITY PLANNING COMMISSION

70 Maple Street
P.O. Box 358
Manistee, Michigan 49660

MEETING OF APRIL 4, 1996

There will be a meeting of the Manistee City Planning Commission to be held on Thursday, April 4, 1996 at 7:00 P.M. in the Council Chambers, City Hall, 70 Maple Street, Manistee, Michigan.


AGENDA

- I. Roll Call
- II. Matters Pertaining to the General Citizenry:
 - A. Public Hearing:
 - 1.
 - B. Site Plan Reviews:
 - 1.
 - 2.
 - C. Questions, Concerns and Consideration of Matters Pertaining to Citizens in Attendance:
 - 1. Parks Commission (Five Year Parks Plan)
 - 2.
- III. Business Session:
 - A. Approval of Minutes from Last Meeting (3/7/96)
 - B. Unfinished Business:
 - 1.
 - 2.
 - C. Other Communications:
 - 1. City Update
 - 2.
 - D. Reports:
 - 1. D.D.A. Update
 - 2. Zoning Board of Appeals
 - 3. Site Plan Review/Historic Overlay Committees
 - 4. Joint City Review/Ordinance Committee
 - 5. Pre-Manufactured Homes - Adult Foster Care
 - E. New Business:
 - 1. Set time for April 18, 1996 Worksession
 - 2.
- IV. Work/Study Session:
- V. Adjournment

cc: Planning Commission Members
City Council
R. Ben Biloss, City Manager
Jon Rose, City Code Administrator
Kurt Schindler, County Planner
Manistee News Advocate
Manistee Observer
WMTE Radio
WXYQ Radio
Dale Picardat, Community Development Officer
Julie Beardslee, Assessor

CODE ADMINISTRATOR CITY OF MANISTEE

MEMORANDUM

TO: Planning Commission Members
FROM: Jon R. Rose 
DATE: March 29, 1996
RE: April 4, 1996 Meeting

The Parks Commission is on the April 4, 1996 Agenda. They will be presenting their Five Year Parks Plan, enclosed is a copy for your review.

Our next worksession is scheduled for April 18th. We will continue our discussion on the Master Plan. We have received a workbook from MSOP after review, we will discuss how we want to proceed. You will be receiving a binder that includes the 1990 Census, 1993 Goals and a place for the Hyett Palma report. If you do not have a copy of the Hyett Palma report please let us know and a copy will be made for you.

Denise and I will both be on vacation next week. Dale Picardat has offered to fill in at the meeting.

Happy Easter to all of you.

JRR:djm

Enclosures

FROM THE DESK OF...

Jon R. Rose
Code Administrator
City of Manistee
P.O. Box 358
Manistee, MI 49660

(616) 723-2558
FAX: (616) 723-1546

Chapter Two

COMMUNITY PLANS AND PLANNING: Different Types for Different Purposes

Community planning is a process for coordinating community development. It addresses physical, economic, environmental, and social (development) issues from a local or regional perspective. It seeks to solve existing problems, prevent future ones, and seize (or create) emerging opportunities. Community planning is not a single approach, technique, or philosophy. Rather, it draws from many different schools of thought and is **uniquely** applied in each community. Natural and environmental science, economics, political science, business management, social science, engineering, architecture, law and public health are all brought to bear on the difficult and complex problems each community must face.

Planners and local officials face the challenging task of sorting through various planning approaches—and the competing interests they often represent—to formulate a positive future for their community.

Planners and local officials face the challenging task of sorting through various planning approaches—and the competing interests they often represent—to formulate a positive future for their community. This can be a lengthy process, but it is one of the most vital and rewarding services any citizen could participate in. The goal of this chapter is to help the reader sort through these approaches—their variations, distinctions, and interrelationships—to better understand when and how to use them in designing a successful planning program for your community, or in conjunction with using a technique in Chapter Four.

COMPREHENSIVE PLANNING

Comprehensive planning is the basis or framework of community planning. Sometimes called “master planning,” it is a process for developing a plan for the future physical development of the community. It is a process which seeks to consider all the relevant factors

that currently, or in the future, may influence community growth or decline.¹

A comprehensive *plan* is the sum total of many elements (sometimes separate plans) for achieving local goals, covering a broad scope of community issues. It is the community's vision of the future which lays the essential groundwork for local growth and development, but it is only the beginning. Considerable challenges may lie ahead before the vision it represents will be realized. New problems will arise and new solutions will be required. This is why comprehensive planning is considered an on-going process.

A clear understanding of any problem is necessary before arriving at an effective solution; the same is true before seizing any emerging opportunity. The community's history, resources, economy, population, growth trends, existing land use, infrastructure and community services, environment, character, attitudes, and key problems and opportunities should all be evaluated before planning recommendations are made.

Communities vary considerably in the planning process they follow, the format of the plan document(s) and the information they choose to include. No matter what approach is taken, data, planning principles and development policies should be as complete as feasible and wherever possible, condensed into maps, graphs, and tables for easy understanding and ready application.

Once there is a clear understanding of why a plan is being prepared, and of any assumptions on which it will be based, the planning process usually proceeds as follows:

- Trends and Conditions Analysis
- Development of Goals and Objectives

1. Verburg, Kenneth, **The Community Planning Process: A Guide for Planning Commissioners in Michigan**, 1986, Michigan Society of Planning Officials, 414 Main Street, Suite 202, Rochester, MI 48307, (313)651-3339.

WHY PLAN?

Planning is a process that is fundamental to almost everything we do in our personal lives, our jobs, and in our community. Planning, or failing to plan, is especially important at the community level because so many people are affected. Community planning serves as a frame of reference for public and private land development decisions. It is the application of the planning process to community change. While change occurs in a community with or without planning; planning is a way to guide change, minimizing negative impacts and maximizing the positive aspects of growth. Community planning is a rational way of deciding what goes where, and when.

We plan:

- To have future choices (e.g., so that our children and our children's children can have a life at least as good as the one we enjoy and, hopefully, better).
- To advance the public health, safety and general welfare.
- To save money by preventing the wasteful expenditure of public and private dollars.
- To publicly allocate scarce resources so as:
 - To create new opportunities and equity for a broader segment of society.
 - To achieve greater efficiency or economy.
- To advocate the public interest in a system driven by private decisions.
- To encourage economic development.
- To protect property values by providing for all necessary and proper uses of land while stabilizing values by establishing a means of preventing incompatible land uses from locating next to each other.
- To wisely provide for public lands and public infrastructure. About 1/3 of the land in a urban municipality is often in public ownership and private lands depend on the local public services and infrastructure (sewers, water, streets, etc).
- To prevent urban problems by achieving orderly growth and redevelopment.
- To improve civic appearance, and provide services in such a way that residents of the community can conveniently carry on their work and leisure time activities with the feeling that the community has a sense of direction.

- Detailed Data Collection, Mapping and Preparation of Technical Studies
- Development and Analysis of Alternatives
- Plan Preparation
- Plan Adoption
- Plan Implementation
- Periodic Plan Review and Updating.

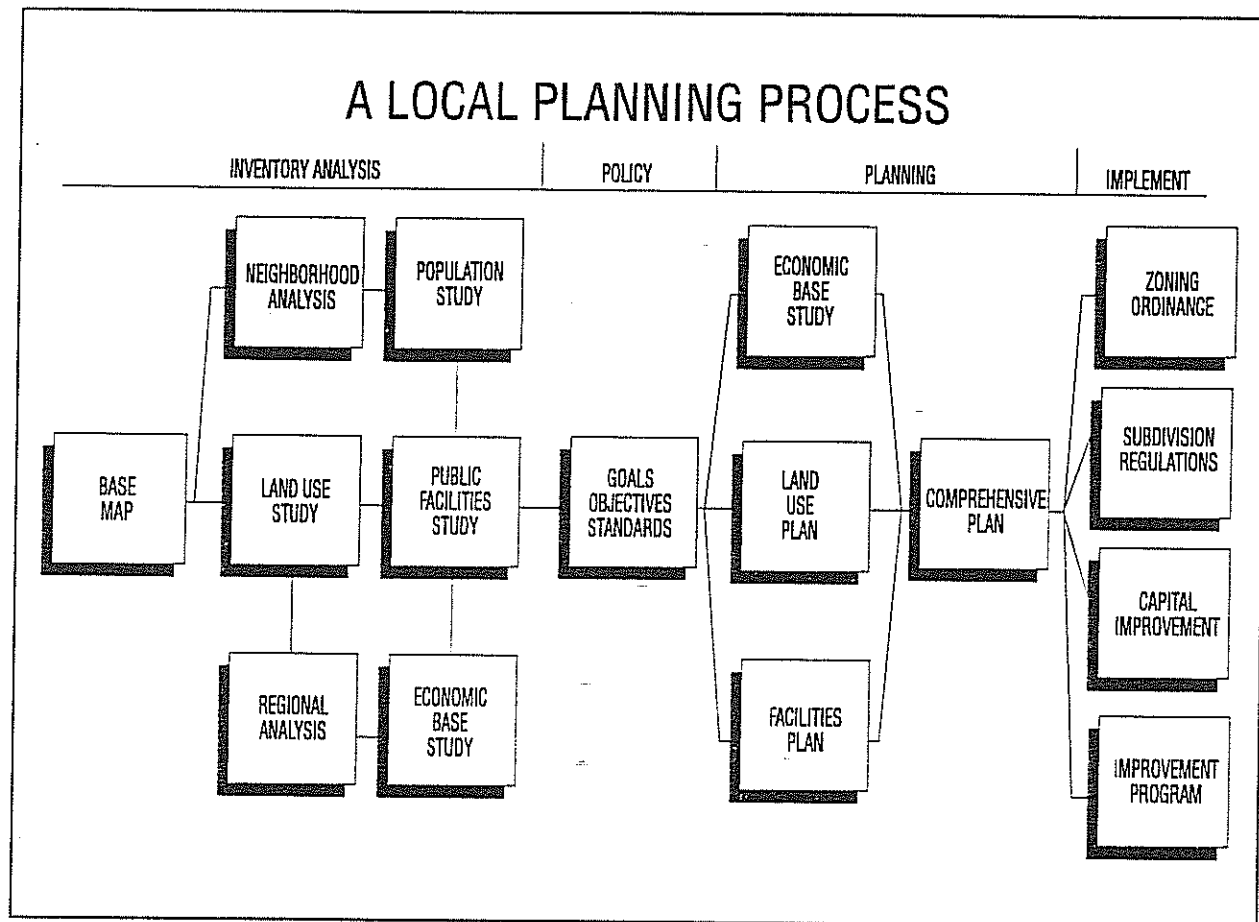
Master plans should:

- Be easy to **read** and **understand**.
- Be **geographically comprehensive**.
- Be **long-term** oriented but also have **short-term** elements to solve identified problems.
- Clearly describe **how to achieve** stated objectives.
- Include the means for **preserving community character** and improving it where needed.
- Indicate the **timing** of change.
- Be **internally consistent**.
- Have a **strategy** for new and old areas.
- Be prepared with **wide citizen involvement**.
- Be prepared with the knowledge and support of the **governing body**.
- Be prepared with involvement of **other government agencies**.
- Be **coordinated** with plans from adjacent governmental units.
- Be reviewed and **updated at least every 5 years**.

Information on a variety of **trends and conditions** are commonly included in comprehensive plans. This could include data showing change over time in any of the following:

- Overall population
- Population by age and sex
- Population projections
- Local and regional employment
- State equalized value by class of property
- Public school enrollment
- Educational background of the local workforce
- Employment by industry, sector, and occupation
- Income and poverty characteristics
- Major employers and their employment levels
- Condition of local housing stock.

Of course, many additional indicators of community change can be evaluated as well (e.g., change in air or water quality, or increases in traffic or crime). Graphics and tables help summarize this information, and are used to identify and highlight trends.



An extensive amount of public input is necessary in the plan making process, but especially as it relates to development of goals and objectives. Without wide consensus on **goals and objectives** that clearly describe the kind of community that citizens desire in the future, it is very difficult to make decisions in light of competing options and different points of view. A variety of techniques can be used to effectively solicit community input (see Citizen Participation techniques in Chapter Four).

Without wide consensus on goals and objectives that clearly describe the kind of community that citizens desire in the future, it is very difficult to make decisions in light of competing options and different points of view.

Extensive geographic information is also included in the plan, both in the form of descriptive or interpretative text and mapped for easy analysis. **Maps** should be at a consistent scale, where possible, to allow easy comparison of information when preparing the future land use plan, preparing or amending the zon-

ing ordinance, reviewing a development proposal, or a new proposed public facility.

Comprehensive plans often include the following maps:

- Existing land use and vegetative cover map.
- Existing land use by parcel (can often be generated from existing property tax records).
- Vacant land by type and ownership.
- Housing condition information by block, or parcel.
- Soils maps showing general soil categories in terms of their suitability for development. This may be a series of maps which evaluate suitability for specific types of development (i.e., septic fields, dwellings with basements, for certain types of agriculture, etc.).
- Natural resource maps showing areas suited for resource development, such as prime and unique farmland, prime and locally important forestland, oil and gas fields, major and minor aquifers (if known), and mineral deposits (if known). [Note: Whether these maps are prepared will depend on local circumstances. They

are crucial for rural and semi-rural areas.]

- Significant or sensitive natural areas maps showing floodplains, waterways, wetlands, woodlands, steep slopes, highly erodible soils, unique plant or animal communities, and, for coastal communities, high risk erosion areas, beaches, and sand dunes.
- Recreation and open space maps showing areas suited for passive and active recreation and areas of significant open space that should be protected.
- Public facilities and utilities maps showing the location of various public facilities (e.g., police and fire stations, libraries, cemeteries, government buildings, and publicly owned lands), storm sewer, sanitary sewer, water facilities, county drains, solid waste transfer sites and landfills, and major gas mains, electric lines or communication facilities.
- Transportation map showing all state, county, and local roads by category (highway, county primary, arterial, collector, etc.) roadway improvements which are planned, proposed, and underway and other transportation facilities.
- Visual condition, urban design and community character analysis including entry points, corridors, neighborhoods and planning areas, etc.
- Future land use map showing areas of proposed high and low intensity use and areas of proposed future land use by category. This is usually mapped as general areas, rather than by property lines.

In the past, maps and graphs would be drafted by hand. Today, maps and graphs may be produced and updated with computers.

In the past, maps and graphs would be drafted by hand. Today, maps and graphs may be produced and updated with computers. The use of a computerized geographic information system (GIS) is the best way to prepare and later maintain maps, as well as permit linking detailed data sets to specific geographic locations (see GIS Technique in Chapter Four). Michigan's Department of Natural Resources has completed a land use/cover inventory of the entire state. Known as the Michigan Resource Inventory System (MIRIS), this inventory will ultimately be the primary source for much of the natural resource information de-

scribed above, in digital or map form. Communities wishing to develop and expand their own current geographic database can download the MIRIS information onto their own personal computers using specialized mapping equipment (e.g., digitizing tablets and plotters) and software programs that allow maps to be readily updated and overlaid for planning analyses. The initial investment in hardware has dropped significantly in the last few years and now is quite small relative to the long term benefits.

In addition to the mapping, detailed data are collected and documented in **technical studies**, as chapters in the plan, or as separate (but integrated) plans for each functional or geographic area studied.

The future land use plan (either a separate document or a part of the comprehensive plan including text, policies and a map to describe appropriate future land use) is developed after an analysis of this information and various **alternative** development patterns. These alternatives are often constructed around two or more of the following approaches:

- The future if existing trends continue.
- The future if the existing comprehensive plan and/or zoning map were implemented as adopted.
- The future consistent with the newly established goals and objectives. There may be several variations of this option representing different future land use patterns such as a centers and corridors pattern, a low and high intensity areas pattern, etc.

After wide public input on the alternatives, a "preferred future" is usually selected and the **final plan** document is prepared. The comprehensive plan may be a summary of other separate (but integrated) functional plans, or have all the pertinent information for each of these issues included as a part of the plan. Detailed policies are usually developed to serve as the basis for land development regulations and for public facility investment decisions that serve to implement the plan.

Once the plan is prepared, it is again presented to the public for input at one or more public hearings. After additional refinement, it is **adopted** by the planning commission.

Once completed, the comprehensive plan becomes the official guide and legal basis for community development decisions. Thereafter, the measures necessary to **implement** it

are initiated. These may include revisions to the zoning ordinance, subdivision regulations, capital improvement program, etc (see Land Development Regulation techniques and Capital Improvement Plans technique).

To be effective, planning commissioners and elected officials must have a strong working knowledge of the comprehensive plan. They must consistently apply it when drafting or amending land development regulations, preparing functional or specialized plans, and reviewing development proposals.

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Because communities are constantly changing, information contained in a plan becomes outdated. And as the present changes, so do opportunities and expectations for the future. Thus, it is *essential* to **periodically update** the information that is contained in the comprehensive plan, as well as reevaluate its basic vision and implementation programs at least once every five years.

LAND USE PLAN

A future land use plan is the representation of the “*preferred future*” of how the community would like to grow, and includes recommendations on how development goals, objectives, and policies will be carried out. It is based on analyses of environmental opportunities and constraints, existing trends and conditions and projected future land use needs. The land use plan establishes desired amounts and locations of residential, commercial, office, and industrial development; public facilities; open space, environmental conservation, and recreational areas; and changes or improvements to the local traffic circulation system. These are the key land use categories, but others may be included depending on local circumstances (e.g., agriculture, forestry, etc.). Subcategories are also created, depending on the type and intensity of development the community is experiencing (e.g., single family residential, multi-family residential, and high rise residential, or a special focus on multi-use areas such as waterfronts).

Some communities do not have a comprehensive plan, but they do have a future land use plan embodying the elements described above. In these communities, the future land use plan serves as the basis for local zoning,

rather than a master plan or comprehensive plan. A future land use plan is not as comprehensive in scope and detail, and has little additional utility beyond establishing zoning districts. In contrast, a comprehensive plan can set the stage for public facility expansion, future grant proposals, and integration of many local government activities related to land development.

POLICY PLANS

Policy plans are explicit statements of local goals, objectives, and policies. They should not be prepared without widespread community involvement (see Citizen Participation techniques in Chapter 4), and are often initiated with a community opinion survey.

Policy planning is often used to determine which subjects the community will focus on in the comprehensive plan or in any subarea or functional plans that will follow. Some communities use a policy planning process to define key local planning issues and appropriate goals, objectives and policies to address those issues. This may include analysis of existing problems and opportunities, identification of desired community character, stance on development issues, what citizens expect from their government and future developers, and proposed solutions to identified problems.

Despite the name, most comprehensive plans are not actually comprehensive. They are referred to that way because they look at the “big picture” and include many integrated considerations affecting the whole community.

Specific policies are ultimately prepared that establish local government positions on the range of issues addressed by the policies. They are intended to provide direction on future public actions, and tend to vary from fairly flexible, to inflexible, and from general to specific. There is no future land use map in a “true” policies plan, although there may be very strong links to budgetary and fiscal tools where policies are tied to particular programs.

OTHER TYPES OF PLANS

Despite the name, most comprehensive plans are not actually comprehensive. They are referred to that way because they look at the “*big picture*” and include many integrated considerations affecting the whole community. Comprehensive plans typically focus on phys-

ical development (policies, future land use, infrastructure and public services, and capital improvements), plus selected topics deemed locally important (e.g., housing, economic development, parking, transportation and traffic circulation, natural resources, recreation, social services, crime and safety, education, community design, historic and scenic preservation, and so on). Plans in the latter category are sometimes called **functional plans**, and may be prepared separately as addenda to, or as integral parts of the comprehensive plan. In addition, more specific plans may be needed to deal with problems or opportunities in particular parts of the community. These are often called **subarea plans**. Three other common types of plans are **strategic plans**, **watershed plans**, **regional plans**, and **growth management plans**. Each of these is designed to meet very specific community planning needs.

FUNCTIONAL PLANS

Some issue areas are so important to the community that they warrant more detailed evaluation and planning than they would typically receive in a comprehensive plan. These issues are usually identified in the process of preparing a comprehensive plan, or a policy plan, and are addressed more completely in a special plan for that purpose or function. Typical functional plans address housing (see Housing Plan technique), economic development (see Economic Development Plan technique), parks and recreation (see Parks and Recreation Plan technique), historic preservation (see Historic Preservation Plan technique), and transportation (see Transportation Plan technique).

Many communities prepare a comprehensive plan along with separate functional plans at the same time, or later (as need and resources dictate).

Parks and recreation plans, for example, focus on serving local recreation needs. These involve an inventory of local parks and recreation facilities, identification of local recreation needs, and necessary improvements or expansion to the existing recreation system. Recreation plans address both passive (i.e. natural areas) and active (i.e. bike paths, baseball diamonds, tennis courts, walking trails, etc.) space needs. They also include recreational programming, such as aerobics, sports programs, nature study, arts and crafts, parades, and festivals.

Many communities prepare a comprehensive plan along with separate functional plans at the same time, or later (as need and resources dictate). As long as functional plans are carefully integrated with the principles, policies and proposals of the comprehensive plan, they can be a very useful tool for future public improvements.

SUBAREA PLANS

Another form of plan focuses on a geographic area identified in the comprehensive plan as requiring special attention. Declining neighborhoods, commercial corridors (see Corridor Plan technique), highway interchange areas, downtowns (see Downtown Development Authority technique), historic districts (see Historic Preservation technique) or other selected areas become the focus of these subarea plans.

Neighborhood plans, for example, are prepared to preserve, rehabilitate or redevelop older residential sections of cities. They typically address land use patterns, home repair, shopping area improvements, parks and community facilities, service and utility improvements, and design and beautification. Some also address employment, education and job training, crime reduction, and environmental and personal health.²

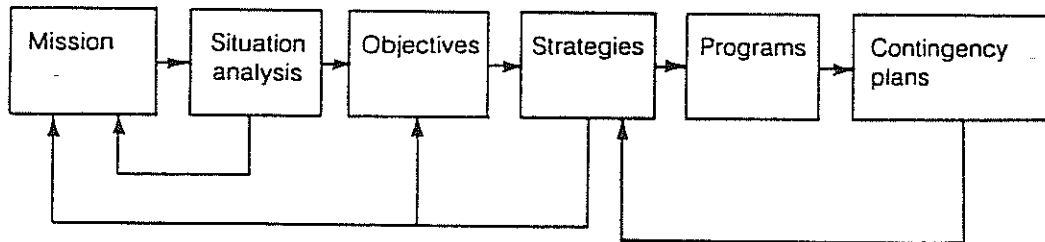
STRATEGIC PLANNING

There are many barriers to carrying out planning objectives. These may be political, organizational, economic or otherwise. Also, many times comprehensive plans focus on the long term issues at the exclusion of short term ones. As a result, communities are increasingly engaging in strategic planning processes to focus on specific problems and mobilize the community for action.

Strategic planning is an approach which borrows heavily from the principles of corporate and military (strategic and contingency) planning. The strategic plan is a series of detailed actions and programs used to address major community problems and opportunities. This process uses either focused or broad based participation techniques to prepare each action plan, builds consensus for carrying it out, mobilizes available resources, and establishes monitoring mechanisms. Contingency plans are also prepared to handle alter-

2. Luedtke, Gerald, "A Fresh Look at Neighborhood Revitalization Planning," **Planning & Zoning News**, Vol 8, No 4, February 1990.

A Corporate Strategic Planning Process



Source: David C. Slater, Editor, *Management of Local Planning*, 1984. Reprinted with permission of the ICMA, 1120 G. St., N.W. Washington, D.C. 20005. All rights reserved.

native possible futures. Strategic plans result in documents which list specific actions that will be taken by a certain date, who will undertake them and at what cost.

Two defining characteristics of strategic planning are a focus on improving how organizations (and communities) work and an emphasis on close coordination between budgeting and planning. This helps overcome organizational barriers to change and focuses the planning effort to those actions which are realistic within current budgetary and resource constraints. [Note: The need to balance planning with budgeting is why capital improvement plans should be prepared concurrent with the comprehensive plan.] Political barriers are addressed by identifying the sources of political opposition and support, and strategically influencing these throughout the planning process.

Two defining characteristics of strategic planning are a focus on improving how organizations (and communities) work and an emphasis on close coordination between budgeting and planning.

Strategic planning is ideally suited for helping organizations and communities become more effective in carrying out their mission. Strategic planning is often used to help communities grapple with crime and safety

issues, education, job training, child care, drug use prevention, racial problems, the homeless, child mortality, and other complex social and economic issues which require public action but which are beyond the focus of the comprehensive plan. Strategic planning is sometimes used as an alternative to functional or subarea planning.³

WATERSHED PLANNING

Watershed planning is essential for preserving or improving the water quality and scenic beauty of lakes and rivers. A watershed is the total land area that drains into a particular body of water. A large river or lake system may be fed by many smaller watersheds. Thus, watershed planning is usually a regional effort, requiring coordinated efforts among many jurisdictions.

Through research and analysis, goals formulation, an assessment of water quality, measurement of the water body's carrying capacity, and identification of problems, the community may more clearly understand the development practices which threaten water quality and evaluate development policies in

3. Bryson, John M. and Einsweiler, Robert C., *Strategic Planning: Threats and Opportunities for Planners*. American Planning Association. Chicago: Planners Press, 1988. Planners Bookstore, 1313 E. 60th St., Chicago, IL 60637-891. (312) 955-8312. See also: Kristine M. Williams, "Strategic Planning," *Planning & Zoning News*, Vol 6, No 10, August 1988. Planning & Zoning Center, 302 S. Waverly Road, Lansing, MI 48917. (517)886-0555.

the comprehensive plan accordingly (see Inland Lake Management technique). Educational and regulatory programs can then be directed at existing and future land uses to manage their impacts on water quality.⁴

REGIONAL PLANNING

Regional planning goes beyond jurisdictional boundaries to address problems which are regional in scope. These could be comprehensive planning issues, or focus in on functional topics like transportation, environmental protection, or solid waste management. All planning issues have some regional implications, and planning efforts are in many ways constrained by the competition of interests between jurisdictions in a region. Even the most concerted planning efforts may fail if neighboring communities mismanage growth or worse, promote growth patterns which affect their neighbors adversely. For example, the downtown development efforts in one community may be sabotaged if a neighboring community allows a regional shopping mall nearby.

All planning issues have some regional implications, and planning efforts are in many ways constrained by the competition of interests between jurisdictions in a region.

Some of the most successful planning programs are those which have been coordinated across municipal boundaries and entire metropolitan areas in an effort to overcome regional differences and achieve common benefits (see also Intergovernmental Cooperation technique). Ideally, comprehensive planning is a joint effort among neighboring communities whose development patterns and problems are closely interrelated.

Some planning (e.g., economic, transportation, environmental, housing, solid waste management, recreation, and historic preservation) has such strong regional implications that it is also undertaken by county, state, and/or regional planning agencies. For example, the Michigan Department of Transportation, county road commissions, and regional planning agencies/councils of government all engage in transportation planning. Economic development planning is also often done on a regional basis, with the cooperation of various governments under the umbrella of an economic development organization (see Economic Development Plan and Economic Development Commission techniques). Local governments should strive to coordinate local planning with these regional

planning efforts and acquire a clear understanding of the state and federal regulations which affect land development.

A central goal of most growth management programs is to balance the type and rate of new development with the capacity of public facilities and services.

GROWTH MANAGEMENT PLANNING

Growth management planning is a strategic process for managing the rate, location, and timing of growth in accordance with the comprehensive plan. Although the comprehensive plan extensively outlines policies and techniques for managing growth, a growth management program pulls planning and implementation tools together into a more concerted plan of action. Thus, growth management is a strategic planning approach to solving physical development problems and realizing development (and preservation) opportunities. It is a proactive rather than reactive approach to land development.

A central goal of most growth management programs is to balance the type and rate of new development with the capacity of public facilities and services. This is achieved by restricting new development to areas where services and facilities are sufficient or will be provided in the near future. A plan for timing and phasing new services is prepared to identify where and when new development should occur (see Infrastructure and Transportation sections of Chapter Four for related techniques). Another key goal is to manage new development in accordance with community character and resource management objectives. This may be achieved through community design guidelines, flexible regulations, and natural resource management techniques (see Land Development Regulation; Capital Improvement Programs; Environmental Quality and Natural Resources Plan; Open Space; Farmland Protection; and Historic Preservation techniques. Also, see Chapter Three).

Because many growth problems are regional in scope, effective growth management

4. Warbach, John D., et al. **Protecting Inland Lakes: A Watershed Management Guidebook.** February 1990. Michigan Department of Natural Resources, Land and Water Management Division, P.O. Box 30028, Lansing, MI 48909. (517)373-1170.

COMPARATIVE PLANNING PROCESSES

	Traditional Comprehensive	Policy	Strategic	Project	Contemporary Comprehensive
Characteristics	<ul style="list-style-type: none"> - fixed "end state" - quantitative - descriptive and prescriptive 	<ul style="list-style-type: none"> -flexible -qualitative 	<ul style="list-style-type: none"> -flexible -sets priorities -action orientation -qualitative -establishes mission and direction 	<ul style="list-style-type: none"> -fixed -physical, social, or economic -action orientation 	<ul style="list-style-type: none"> -flexible -quantitative and qualitative -descriptive and prescriptive
Scope	<ul style="list-style-type: none"> - comprehensive: specific - long term : 20+ years 	<ul style="list-style-type: none"> -comprehensive: general -long term: 20+ years 	<ul style="list-style-type: none"> -selective: main issues and problems -specific -short term - 5 years or less 	<ul style="list-style-type: none"> -narrow, project-based -immediate 	<ul style="list-style-type: none"> -comprehensive: specific -long term plus short term action plans
Focus	<ul style="list-style-type: none"> - physical orientation - fixed location and standards based - idealized solutions 	<ul style="list-style-type: none"> -social, economic, and physical orientation -nuisance impacts of development -performance standards 	<ul style="list-style-type: none"> -decision making process -social, economic, physical, organizational, and/or management -implementation -budget 	<ul style="list-style-type: none"> -specific project 	<ul style="list-style-type: none"> -physical, including environment, with more social and economic elements -location and standards based -realistic solutions
Major Fields of Application	<ul style="list-style-type: none"> - urban and regional planning 	<ul style="list-style-type: none"> -public administration -policy analysis -urban and regional planning 	<ul style="list-style-type: none"> -political science -business and management -military -economic development 	<ul style="list-style-type: none"> -site planning: architecture engineering urban planning -various socio-economic applications 	<ul style="list-style-type: none"> -urban and regional planning
Methods	<ul style="list-style-type: none"> -scientific -analytical/rational -technical rather than participatory 	<ul style="list-style-type: none"> -policy analysis -strong elected official and citizen input 	<ul style="list-style-type: none"> -participatory -key leader involvement -consensus building -"futuring" -cost/benefit analysis 	<ul style="list-style-type: none"> -creative design -problem solving -on-going (innovative) planning 	<ul style="list-style-type: none"> -scientific -analytical/rational -participatory -consensus building -community driven
Contents	<ul style="list-style-type: none"> -plans for: <ul style="list-style-type: none"> * land use * infrastructure * community facilities * transportation -zoning recommendations 	<ul style="list-style-type: none"> -policy statements (general to specific) by category and district and/or neighborhood 	<ul style="list-style-type: none"> -mission statements -action plans <ul style="list-style-type: none"> * strategies for achieving mission * appropriate agency to carry out mission * mechanism for monitoring and evaluation 	<ul style="list-style-type: none"> -project "site plan" -action plan 	<ul style="list-style-type: none"> -same as traditional comprehensive, plus environmental element and others as desired by community

often requires regional solutions and extensive intergovernmental cooperation (see Intergovernmental Cooperation techniques). For example, governments may decide to enter into regional agreements for the effective and economical provision of sewer, water, and transportation improvements within a metropolitan area.

Comprehensive planning is a necessary precedent for growth management. It is a gauge of community opinion and support for growth management initiatives—which are often controversial. It also provides the essen-

tial research, analyses, policies, and local vision of the future upon which growth management planning relies. From there a growth management program may then go the necessary next step to translate that vision into reality.⁵

5. Wyckoff, Mark A., "Growth Management Techniques," *Planning & Zoning News*, Vol 7, No 10, August 1989; Kristine M. Williams, "Urban Service Areas: A Tool To Control Urban Sprawl," *Planning & Zoning News*, Vol 8, No 11, Sept 1990; Kristine M. Williams "Historic Preservation and Growth Management," *Planning & Zoning News*, Vol. 8 No. 7, May 1990).

COMPARATIVE PLANNING PROCESSES

The table on the preceeding page compares characteristics of five different types of planning processes. "Traditional comprehensive" refers to the typical contents of master plans prepared during the 1950's, 60's and 70's. Policy plans and strategic plans were described earlier in this chapter and are analogous to those terms as used on the table. "Project plans" refer to plans that are prepared for a particular development, such as for a PUD, a redevelopment project or on a single site. "Contemporary comprehensive" refers to community plans prepared in the late 1980's and 1990's which merge elements of traditional master plans, with both policy plans and strategic plans. In appropriate situations, they may also take a growth management focus. Very often they are supplemented with separate subarea plans and functional plans (similar to the additions found in traditional comprehensive plans and policy plans).

The "contemporary comprehensive" plan is the best model for structuring community planning efforts to deal with the issues and opportunities facing communities today. Because a "contemporary comprehensive plan" has both a short and long term orientation, has a concrete action oriented focus, and is normally developed with broad participation and the direct involvement of the governing body, it tends to result in more immediate implementation. That makes it more effective. Such plans are also more complex and either take longer or more resources (or both) to complete. However, once completed, communities with such plans have a better consensus on where they are, how they got there, where they are headed and why.

CONCLUSION

No matter what type of plan or planning process is followed in your community, it is important that the process be a continuing one. If a plan is not thoroughly reviewed and updated at least once each five years, then its utility as a decision guide is likely diminished. It is best to review portions of the plan each year and revise them as necessary rather than to let it get out of date. Regularly budgeting for planning and scheduling plan review and up-

dates through an annual work program is the best way to keep your planning program current, relevant and effective.

If a plan is not thoroughly reviewed and updated at least once each five years, then its utility as a decision guide is likely diminished.

GENERAL REFERENCES

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PARKS COMMISSION
616-723-2558

4.4.96

3/28/96

To those eyes
upon which this document gaze,

This is a portion of the working draft for the city parks master plan for years 1997-2001, to be submitted to the DNR this fall.

Included are:

- 1) a goals and objectives section
- 2) a detailed description of each park and suggested improvements
- 3) a Recommendations for the 5 Year Period and Beyond section -

The goals section and the park specific section have been worked on and Parks Commission updated suggestions are incorporated in this document. The Recommendations section has not been updated by any group yet (I am including it to show what we have accomplished 92-96 and how important this section will be to further planning.)

This plan is in the process of review, and is seeking input from public forums, the Planning Commission, the Tree Commission, the Harbor Commission, Dale Picardet, Ben Bifoss and we're planning a worksession with City Council.

Please take some time with this document, but not too much time. We are on a timeline to present the completed plan the state by midsummer. Please have comments, or scribbled ideas in the margins, returned to Mark Swanson, Parks Commission Secretary, via City Hall by midApril.

Thanks,

Mark Swanson
Parks Commission Secretary

planning c. via roger yoder
tree c. via tom kubanek
harbor c. via mike moran

GOALS AND OBJECTIVES

Goals and objectives are established to provide general direction in the planning effort. Goals are the format, and objectives are the measurement tool for accomplishments and basis for specific planning.

Goal 1

Develop a community-wide system of parks and recreation areas and facilities adequate to the needs of local residents

Objectives:

Continue cooperative use and maintenance of facilities with local schools and other public and private agencies

Review existing and future plans for physical handicap and other barriers to public access

Review current City properties with an eye to future development and/or preservation: wetlands, historic areas, etc.

Review current City boundaries with an eye to future park development

Goal 2

Maximize utilization of funding and other resources available

Objectives:

Support local, state, national legislation

Seek out grants or other opportunities for cost share

Continue Capital Improvements as an annual budget line item

Encourage commercial development for recreational opportunity

Promote legislation encouraging private development of recreation spaces or facilities in subdivided or otherwise newly developed areas

Support efforts and work with other City appointed commissions (Planning, Tree, Zoning, etc.)

Seek creative ways to maximize parks facilities and utilization - support volunteer efforts, land exchanges, leases

Goal 3

Develop a system of scenic areas and points of historic interest

Objectives:

Acquire and/or develop land for passive recreational use

Connect scenic areas with walking, bicycle, snowmobile trails, etc

Provide appropriate signage to guide and inform residents and visitors

Encourage historic preservation efforts which enhance Manistee's unique character

Goal 4

Develop more water based recreation facilities

Objectives

Encourage development of marina facilities, restaurants and other compatible uses on and around the area lakes and rivers

Encourage development of additional inland water access sites for boat launching, fishing and recreational use

Implement zoning, based on a land use plan, for the protection of land along shorelines and rivers

Encourage construction of a swimming pool for instructional and recreational use

Continue development of a system of walkways along the Manistee River, with view points, fishing piers, benches and drinking fountains

Goal 5

Develop areas for summer appropriate use, winter appropriate use for residents and tourists

Objectives:

Develop areas for recreational vehicles, walking, bicycles, skateboards, cross country skiing, etc which will minimize environmental damage

Develop areas specific to use and non-conflicting with adjoining activities or uses

Encourage development of the tourist trade through appropriate accommodations: camping areas, picnic areas, public restrooms

ARTHUR STREET MARINA

4.4.96

Located on Arthur St (US 31) north of Consumers Power Company. There is a boat launch into Manistee Lake, restrooms, a dock, and a lighted parking lot. There is no charge for use of this area. The site was purchased by the City in the 1930's.

RECOMMENDATIONS

Improve entrance/exitway (boat trailers entering/exiting busy street)
Designated mooring area and docking area for small boats
Improve and enlarge ramp
Handicap access to restrooms
Benches at launch
Fish cleaning station

COAST GUARD PARK

Located on the north bank of the river channel at the west intersection of the harbor entrance to Harbor Village, a private commercial and residential development, this parcel was acquired in a land swap with the Coast Guard in 1994.

RECOMMENDATIONS

Picnic tables
Channel viewing benches

DOUGLAS RECREATION AREA/FIRST STREET BEACH

Located at the west end of First Street on Lake Michigan, this is the largest City-owned recreation area. There is a boat launch into the Manistee River near Lake Michigan with docks and a fish cleaning station. A picnic area with pavilions overlooks Lake Michigan and a short fishing pier. There is a large lakefront beach with play equipment, volleyball courts, restrooms and lifeguard stands.

In adjacent off-beach areas there are two children's playgrounds and lighted tennis courts, a basketball court, volleyball court and two lighted softball fields with restrooms. There is also some natural area. Adequate parking is available throughout the park.

Grants paid for the construction of softball fields and tennis courts in the mid-70's. The Lions Club contributed for the construction of several large pavilions. The Rotary Club and local businesses contributed for the construction of a playground, a volleyball court and a basketball court in 1988, and playground additions and a gazebo in 1995. A volunteer group constructed an Imagination Station™ playground in 1995. A two mile riverwalk from the downtown, constructed in 1994/95 ends at the park. A

master plan for the park, developed in 1992/93, suggests walk/bikeways throughout the park. The area was purchased by the City in 1919.

RECOMMENDATIONS

BALLFIELD AREA

Modify dugouts

Add dressing rooms with showers

Update lighting

Pave parking lot

Improve press box

Provide steps/handicap access ramp to rest rooms on hill

Pave parking near tennis courts

Asphalt service vehicle turnaround at restrooms with basketball hoop

BOAT LAUNCH

Seal coat or repave parking area and improve drainage

Repair or replace ramps

Upgrade lighting to include boat launch and parking area

Integrate with new boardwalk: pavilion, tables, benches, fishing pier

Relocate fish cleaning station to launch area

Handicap parking at east end of launch and access to riverwalk

Picnic pavilion at concession stand/along river bank

River bank parking area near concession stand

BEACH AREA

Install "Niagara Falls" type telescopes to view boats on the lake

Benches on the pier and beach

Beach grass, trees and other natural erosion control plantings

Reduce size and pave parking lot at Lions area

Pave south parking lot, repair wall

"Victorian Port City" sign at harbor entry

Dumpster enclosures

Additional playground equipment

Outdoor "rinseoff" pedestal showers at restroom

Multiuse pavilion at "kite flying" area

Permanent concession stand at restrooms with lifeguard equipment storage area



DUFFY PARK

4.4.96

Located on the north side of Manistee on Monroe Street. Long City property, this park had laid dormant for years. City and volunteer efforts in 1994/95, installed a full size little league baseball field, playground and parking lot.

RECOMMENDATIONS

Restrooms

Water

Pavilion

Additional playground equipment

Picnic area and equipment

Parking area on city property directly across Monroe Street

FIFTH AVENUE BEACH

Located on the north side of Manistee at the west end of Fifth Avenue on Lake Michigan. There is a large lakefront beach with lifeguards, restrooms, picnic pavilions, playground and parking areas. A walkway leads to the north pier, catwalk and lighthouse. Pedestrian traffic and fishing are permitted on the pier. There is a tennis court and shelterhouse maintained by the Northside Improvement Association. The Coast Guard facility is adjacent to the park. The beach area was purchased by the City in 1912. The restroom facilities were renovated in 1989, and parking and traffic flow improvements were made in 1992/3.

RECOMMENDATIONS

Install "Niagara Falls" type telescopes to view boats on the lake

Benches on the pier and beach

Beach grass and other natural erosion control plantings

Improved lighting at bathhouse, playground area

Barrier free access through Coast Guard along riverfront walkways

Permanent concession stand with lifeguard equipment storage area

Outdoor "rinseoff" pedestal showers at restrooms

Improve/expand picnic area

Remove tennis courts

Low voltage catwalk lighting

Retaining wall along sidewalk between roadway and north parking lot

HAMLIN BASEBALL FIELD

Privately owned and maintained by Kiwanis, there is a fenced youth baseball field with dugouts and bleachers. It also has an adjacent grassy area and (city owned) parking lot.

Recommendations

Telephone
Storage building
Drinking fountain
Restrooms
Tree plantings to shade bleachers or move bleachers
Remodel dugouts
Enlarge ballfield
Benches/tables
Playground equipment
Parking lot ice/roller hockey rink

M-55 PROPERTY

Originally acquired by the City from the state for construction of an airport, this _____ acre parcel(need to fill in details)

RECOMMENDATIONS

Develop full indoor and outdoor recreation/sports complex, including:
Crosscourty skiing, archery, rifle range, ballfields, swimming/ice arena
Campground

MACK PARK (GOLDEN ACRES PARK)

Located on the southside of Manistee on the corner of 14th and Greenwich Streets and is sometimes called Golden Acres Park after the residential area which is adjacent. There is a children's playground, a basketball court, and a small fenced baseball diamond. Street parking is available. The park was named for City Councilman Richard Mack in 1981.

RECOMMENDATIONS

Horseshoe pit
Volleyball court
Additional playground equipment
Replace baseball backstop
Bleachers
Basketball/tennis court
Pavilion
Security lighting

MAN MADE LAKE

This is an extension of City property to the north of the Fifth Avenue Beach area. Portions of the adjoining land have been sold for commercial and residential development, though sales conditions will allow perpetual access to the south end Man Made Lake. Improvements to this area should be in concert with other park areas within the development. The lake has potential for development as an inland pool which, with proper design, could function for instructional and recreational use. A long term lease was signed in 1996 which, while prohibiting permanent structures, does provide access to the north end of the lake. Parking areas and other improvements are anticipated, as well as a 1996 purchase of property to establish a fisherman's access to Lake Michigan approximately 1/2 mile north of Manmade Lake.

RECOMMENDATIONS

- Parking area
- Playground equipment
- Picnic area
- Benches
- Pavilion
- Consider lake development for instructional/recreational use

MORTON PARK

Located on the east side of Manistee at the east end of 3rd Street, this park was added to the park system in 1995, through a long term lease from Morton International Corporation. Currently being developed as a neighborhood park.

RECOMMENDATIONS

- Develop parking area

- Basketball court
- Lighting
- Sandbox with sit on/handicap sand diggers
- Additional playground equipment
- Volleyball standards
- Picnic area
- Gazebo
- Drinking fountain/water
- Horseshoe pit
- Shuffleboard court

MUNICIPAL MARINA

The marina is located on the southside of the Manistee River on West River Street near Pine Street, adjacent to the central business district. The major activity is boating and there is a staffed bathhouse with showers, telephone and fuel. There is a fee for docking. Pedestrian walkways and benches are located among the trees and grassy areas. Street parking is available. The marina was grant funded and constructed in 1977. A Michigan Waterways grant in 1995 permitted major bathhouse renovations.

RECOMMENDATIONS

Upgrade power supply

Tables, benches - develop an area for off-the-boat use

Improve gas dock

NINTH STREET BOAT LAUNCH

Located on the east side of Manistee at the east end of Ninth Street. There is a boat launch into Manistee Lake, a dock and a lighted parking lot. There is no charge for use of this area. The area was established by the City in 1987.

RECOMMENDATIONS

Widen the launch area

Improve the launch area surface

Repair/replace float and dock

Landscaping

NORTH RIVERWALK AND MEMORIAL PARK

4.4.96

Located on the north bank of the Manistee River between Maple Street and the US 31 bridge crossing the Manistee River. There is a boardwalk with benches and fishing decks along the riverbank as well as shrubs, trees and grassy sloped areas. Summer concerts are held weekly in a Gazebo constructed by the JayCee's. In Memorial Park there is a stone monument and flag to commemorate those lost in battle. The riverwalk was constructed in 1983, utilizing grants and Michigan Youth Corps labor. The Corps of Engineers did extensive river stabilization work in 1994. There is a large parking area serving the park and central business district.

RECOMMENDATIONS

- Install sprinkler system
- Improve lighting
- Increase access points to boardwalk (steps/ramps)
- Drinking fountain
- Benches
- Continue riverwalk east beyond US 31 bridge
- Memorial Drive roadside fencing

RED SZYMAREK PARK

Located on the north side of Manistee on Fifth Avenue, about a half-mile east of Lake Michigan and the Fifth Avenue beach. There is a children's playground and picnic tables. The park is heavily wooded with a mature oak stand. The park was purchased by the City in 1912. An indian burial ground is located on the site.

RECOMMENDATIONS

- Pavilion incorporating indian burial ground recognition/information
- Fitness course
- Drinking fountain/water
- Horsehoe pit
- Shuffleboard court
- Additional playground equipment
- Parking area
- Tennis courts
- Security/use lighting
- Selective thinning and new tree plantings

RIETZ PARK

Located on the southeast side of Manistee, bound by Vine, Forest, Park and Main Streets. There is a fenced baseball diamond with bleachers. There are also picnic tables, playground equipment and a basketball court in the adjacent park area. Restrooms are being constructed in 1996. The park was purchased in 1907 and named for the Katherine Rietz family.

RECOMMENDATIONS

BALLFIELD

- Move and rebuild dugouts into the ground
- Add dressing rooms with showers
- New bleachers incorporated around dugouts
- Replace infield area tin fencing
- Replace press box
- Telephone

PARK

- Repair and/or remove sidewalks
- Add tennis court/s
- Add volleyball court
- Pavilion
- Additional playground equipment
- Security lighting
- Repair fountain at park center or use as planter
- Drinking fountain
- Remove roadway, close park to vehicle traffic
- Selective thinning and new tree plantings
- Develop parking area for park and ballfield
- Acquire and develop open land across Vine Street for sports use

SANDS PARK

Located on the southside of Manistee adjacent to Manistee High School at the corner of Maple and Eighth Streets. The City and Manistee Area Public Schools jointly own and maintain the park. There are tennis courts, a children's playground and a baseball/football field also used for ice skating and ice hockey in the winter. A building used for a warming house, skate rentals and storage is located near a parking lot. A Kellogg Foundation and state DNR grant in 1992 permitted construction of a teen center/warming shelter. The adjacent school has another football field, 2 gymnasiums, a weight room, showers, etc. which are accessible to community recreation.

RECOMMENDATIONS

Continue with master plan, constructing full community center, swimming pool and ice skating complex
Add lighting for tennis courts
Improve ballfield, winter skating lighting
Additional playground equipment
Picnic tables/benches
Improve field drainage
Remove old shelter house and increase parking area

SOUTH RIVERWALK

The South Riverwalk is along the Manistee River bank behind a major portion of the main business district along River Street, and extends to the east to the US 31 bridge and to the west to Douglas Park, which is at the river and Lake Michigan confluence. The walkway includes benches, planters, gazebos and fishing piers.

RECOMMENDATIONS

Drinking fountains
Encourage businesses to emphasize/locate on riverwalk
Handicap parking/access at west end of riverwalk

RECOMMENDATIONS FOR THE 5 YEAR PERIOD AND BEYOND

A review of Manistee's existing parks present several areas in need of attention. Many of the parks have not received upgrading since installed.

Current priorities for all existing parks:

- 1) Signage
- 2) Updated playground equipment
- 3) Trees/shrubs/landscaping
- 4) Pavilions/tables/benches
- 5) Better utilization of existing park lands

Future needs:

A. Additional parks/facilities are needed:

- 1) Swimming Pool: long a need in this water oriented area
- 2) Community/Recreation Center: present community center needs are met through utilization of a school district building, while growth projections indicate tourism and senior related facilities could be incorporated into a full community recreation center complex
- 3) Neighborhood/Pocket parks: current locations of parks have gaps: need development of current City properties, cooperative agreements, acquisitions, conditions for private development, etc
- 4) Play fields: a baseball field has been lost and a football field may be lost. Large open areas within the City limits are limited and should be developed before lost piecemeal.
- 5) Bike/pedestrian pathways: future planning should address bicycle/foot traffic throughout the City
- 6) Community garden: development of produce growing area for apartment dwellers, seniors, etc. Could be combined with a city nursery for park plantings, boulevards, etc
- 7) Continue Riverwalk and other lakefront and riverfront improvements

SUMMARY

Manistee is "landlocked": boundaried to the East and West by water and North and South by City limits abutting townships. Current City parks and play areas are in need of attention, while future development will rely on the dedication of remaining City properties, annexations, outright purchase, cooperative agreements or as conditions for private development. It will be a challenge to it's planners to meet resident and visitor, passive and active and developed and natural parkland needs in a city in positive transition.